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1 July 1959



1. PROBLEM

- A. To determine the extent to which the Office of Personnel need register the qualifications of Agency staff personnel and to define the method in which this is to be done.

2. ASSUMPTIONS

- A. There is a define^{it} need for a central qualifications register to facilitate the selection of personnel for Agency assignments. This register will, among other things:

- (1) Provide Career Service Panels and operating officials with a records-screening mechanism for locating individuals who possess specific skills, knowledge and experience to meet current requirements and for staffing Agency positions under the conditions of national defense emergency.
- (2) Provide manpower planners with readily accessible information for the preparation of statistical studies on data concerning employees, applicants and participants in the Agency's Civilian Reserve programs.

3. FACTS BEARING ON THE PROBLEM

- A. Ever since the close of the Korean War, Agency manpower planners and operating officials have become increasingly concerned over the Agency's lack of a records system which would disclose, in addition to the general qualifications, specific skills to coincide with changing operational needs and to meet "crash" situations.
- B. In 1952, the Office of Personnel in an attempt to overcome this deficiency, inaugurated a mechanical system for the purpose of registering occupation, area and language specialists for quick reference. Between that date and 1955, the system was revised to make use of the Intelligence Subject Code (tab 1).
- C. In addition, late in 1956, a Biographic Profile program was developed to provide a quick review of an employee's background and experience. (However, the Profile does not reflect employee skills (tab 2).

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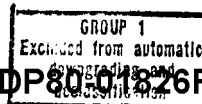
- D. In the years that followed, numerous changes were made in the qualifications recording system to increase the number and types of qualifications that could be recorded by the IBM procedure. Such a revision was made in 1957, and this is currently in use. However, the system is still deficient, a fact demonstrated by our inability in the past few years to locate certain qualified individuals to meet "crash" needs in the NE and SE Asia areas.
- E. To surmount this difficulty, many organizational components have developed independent employee qualifications record systems with particular focus on those special skills needed to meet specific staffing requirements of the component involved:
- (1) Office of Research and Reports (Tab 3)
 - (2) Office of Logistics (TAB 4)
 - (3) Office of Communications Career Service (Tab 5)
 - (4) [REDACTED]
 - (5) Near East Branch Personnel File (Tab 7)
- F. Other Government Agencies have in effect methods and procedures for recording employee qualifications:
- (1) Department of State (Tab 8)
 - (2) Atomic Energy Commission (Tab 9)
 - (3) Civil Service Commission (Tab 10)
- G. All of the military services have Mechanical Qualifications Registers and Supplemental Qualifications Records Systems:
- (1) Navy (Tab 11)
 - (2) Army (Tab 12)
 - (3) Air Force (Tab 13)
 - (4) Marine Corps (Tab 14)
- H. The problem confronting the Agency with reference to the need for and the extent to which it should record employee qualifications to meet current and long-range requirements is considered analogous to the problem of the military services in insuring the availability of reserve personnel to meet cold war and hot war requirements.

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4. DISCUSSION

- A. The Qualifications Analysis Branch has largely confined its study to the two points set forth in the problem; namely, (1) the extent to which the Agency has need to register employees qualifications, and (2) the method for doing so. However, the evaluation of the existing Qualifications Record System was considered so essential to any consideration of the problem that it has been covered in detail in this report to indicate the scope and complexity of administering and maintaining an accurate Qualifications Record System on an up-to-date basis.
- B. Generally speaking, the Qualifications Register and the Biographic Profile (referred to hereafter as the Qualifications Record System) have been useful in screening a majority of Agency employees on the basis of occupational areas in which the individuals have had experience, as well as on other pertinent data such as area experience, language knowledge and educational background. However, neither the Register nor the Profile, contains sufficient information about those special occupational skills or skill levels that are possessed by the individual to enable the Career Service Panel or operating officials to screen individuals based upon a varying combination of skills.
- C. In addition to facilitating the selection of personnel for Agency Assignments, the purpose of employing a mechanical system of registering employee qualifications on punch cards and the use of a Biographic Profile form was to eliminate time-consuming, filescreening techniques and the trafficking in Official Personnel Folders. This has been only partially effective due to the lack of information on specific skills, knowledge and experience in both the Qualifications Register and on the Biographic Profile form.
- 25X9A2 D. Since the latest revision of the IBM Register system in 1957, only [REDACTED] employees have had their qualifications initially recorded. This still leaves approximately [REDACTED] to be coded, and no action has been taken to bring those records initially compiled up-to-date. 25X9A2
- 25X9A2 E. Similarly, only [REDACTED] Biographic Profiles have been prepared since the program was introduced in 1956, and, at the present production rate it will not be possible to have a profile prepared on each employee within the foreseeable future.

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F. Inasmuch as the Biographic Profile problem was a part of the Qualifications screening system, it should have been developed as a companion program. This, however, was not done. Rather the Biographic Profile was developed independently of the Qualifications Register System and by a different staff with little or no planning for the execution of their respective functions. Thus, the independent actions of the two groups have resulted in a duplication of effort in that both the Biographic analyst and the Qualifications' analyst review the same documents in the personnel folder for recording the same, or similar, type of information. The inability of the analysts to complete the initial records of all employees and to maintain them on an up-to-date basis has deprived the Agency of vital information on employee's skills.

G. Other weaknesses also have been noted in the present Qualifications Record System; for example:

- (1) The IBM codes now in use were not tailored to record special operational skills essential to Agency staffing requirements; furthermore, this information is not available in Official Personnel Folders. Thus, the Qualification analysts are coding Agency experience based on the title of a position held by the incumbent rather than on skills required in that position.
- (2) The present form used (Tab 15) in coding the employee's educational background limits the analyst in that he can code only one type of Bachelor Degree on the form; also, he cannot specify a trade school attended by name or type, nor has any provision been made for recording attendance at a military school.
- (3) While the use of the area knowledge codes permit the analyst to code on the form the individual's familiarity with a particular region or country, it does not permit the recording of the type of knowledge (political, economical or cultural) acquired, nor is it possible to code the extent of the knowledge acquired.
- (4) Another weakness in the present Qualifications Records System is the exclusive use of the Official Personnel Folder as the source of information. In too many instances, the information contained in the folder is either misleading or inadequate. For example, the Personnel History Statements, the PHS Supplements and the Qualifications Questionnaire forms, filled out by the individuals themselves, are slanted toward a particular type of assignment or area. This gives a distorted picture of the individual's qualifications since

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this information is picked up by the analysts and coded. In addition, the Official Personnel Actions, Forms #1150, do not always reflect the true assignment of the individual due to slotting techniques employed by the area personnel officers and due to the extensive use of details to positions that are not made a matter of record.

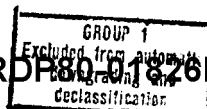
- (5) In too many instances, other qualifying data, such as assignment and evaluation test records, medical and security information, and special operational skills, are not found in the personnel folder. While it is not essential that all the information contained in these records be consolidated with a central qualifications record system, the lack of qualifying or disqualifying information in the central personnel records deprives selection officers of this vital information. The net result is that they receive only a partial picture, making the selection of less qualified individuals possible, if not probable, whereas better qualified individuals are passed over.
- H. Due to the deficiencies in the present Central Qualifications Record System, various methods have been utilized at different organizational levels to locate those employees possessing skills pertinent to a particular type of operational function. Some of the systems utilized to date are as follows:

(1) The Component Qualifications Register or Biographic Data System

The Office of Personnel Qualifications Record System is used by organizational components primarily to locate employees according to general qualification categories (language and area knowledge, or by position, grade or date of grade, etc.). It is not possible under the existing record system for components to locate individuals possessing specific skills to meet their particular requirements. Therefore, manpower planners at various organizational levels have been required to develop, administer and maintain independent qualifications record systems with focus on specific categories of individuals, thereby duplicating the efforts of the Qualifications Analysts in the Office of Personnel.

(2) Personal Contact or Knowledge Method

Some operating officials feel that no qualifications record system is needed in the Agency. They believe that the intelligence group is so strongly integrated that contact with any one type of operational or research specialist would develop information for locat-



ing other qualified individuals. This concept has proven incorrect as indicated in the Korean, Middle East and South East Asian Crises. It is just as absurd for operating officials to locate skilled individuals to meet operating requirements by relying on memories of co-workers, both present and former, as it is for insurance companies to determine premium rates without actuarial tabulations. Employees brought to the attention of officials in this manner are not always the ones best qualified to meet the immediate needs.

(3) The Military Detail System

When operating officers are unable to locate skilled civilian employees through one of the other described, a requirement is levied on one of the military services to furnish the type of individual desired. In the past, the use of military personnel and non-military type assignments has proven unsatisfactory because:

- (A.) Their primary career interest is in the military service concerned.
- (B.) Many military detailees feel that they are penalized by their parent service while on duty with the Agency.
- (C.) In those areas where military personnel have been placed as supervisors over Agency civilian employees, a lower morale has been noted among the employees concerned.
- (D.) From the financial standpoint, the use of military detailees is uneconomical. The Agency spends time and money only to lose the benefit of the individuals' training, experience and knowledge when he returns to his parent service.

5. CONCLUSION

A. It is believed that there is a definite need for the development of the Central Qualifications Record System based on the following:

- (1) Sudden requirements for individuals possessing special skills invariably result in confusion, competition between organizational components for qualified employees, and a loss of time and effort on the part of Career Service Planners and operating officials. It has also led to a duplication of efforts and the administration and maintenance of a variety of personnel

records both within the Office of Personnel and in various operating components.

- (2) The lack of a complete and detailed qualifications record on each employee has resulted in operating officers having to accept less than the required standards when staffing operational type positions. Examples of "crash" programs involving at times the use of partially qualified personnel occurred during the Korean, South East Asian and NE emergencies.
 - (3) In addition to the above, the development of a central qualifications record system would reveal critical areas of weaknesses in existing Agency skills and could assist manpower planners in guiding training efforts to overcome them.
- B. It is believed that the following steps are essential to the establishment of an adequate central qualifications record system:
- (1) The consolidation and/or integration of all Agency records having to do with information on employee qualifications or disqualifications (i.e., medical, security, assessments and evaluations, etc.).
 - (2) The development of a coding system for registering special operational skills and skill levels possessed by the individual.
 - (3) The reconstruction of existing personnel questionnaire forms (i.e., PHS, PHS Supplement, Personnel Resume, Interim Activities Report) to standardize the format (typography) and to provide on each form, spaces behind selected items to be used by the analyst for coding skills and skill levels possessed by the employee. (The Qualifications Analysis Branch has prepared models of proposed PHS, Personnel Resume and Qualifications Supplement forms with the data arranged in sequence on each form as that on the Qualifications Record to facilitate the coding and typing of the information on the Qualifications Record (Tab 16).) Coding skills on the original documents would, in addition to saving time and labor, serve three (3) purposes:
 - (A.) It would enable the Office of Personnel to determine the number and types of experience factors registered on each employee in the Mechanical File.

- (B.) It would enable the Chief, Qualifications Analysis Branch to review the information coded and to evaluate the quality of work performed by the Analyst.
- (C.) It would eliminate the need for the special coding sheet now used in the Qualifications Analysis Branch, and in addition, analysts would know which questionnaire form was coded last when the individual records are being brought up-to-date.
- (4) The next step would be in the construction of an Employee Qualifications Record (Biographic Profile) in the form of a file folder which could be reproduced (Tab 17). This card could serve four (4) purposes:
 - (A.) It would enable Career Service Panels and Operating Officials to make comparative appraisals of employees qualifications for promotions, reassignments, training, etc., thereby, improving the selection system.
 - (B.) It would eliminate the need for independent qualifications records now maintained in various organizational components.
 - (C.) If constructed in the form of file folders, it would serve as a temporary storage file for documents until such time as the information is typed on the qualifications record card, and could be used also by Career Services for filing EYES ONLY memos or [REDACTED] dispatches.
 - (D.) Blank spaces provided behind selected items on the qualifications card could be used by operating officials to record sensitive information through use of special codes, developed for this purpose. Codes could be used also to record non-sensitive qualifying information needed for statistical studies. The knowledge of the sensitive information could be controlled on a "Need to Know Basis" by the individual or group having possession of the key to the special codes.
- (5) To be truly effective, the skills of each employee should be coded and punched on IBM cards in the

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IBM System with detailed information concerning the skills outlined in the Qualifications Record. For this information to be accurate, it can be obtained only by these steps: A review of the Official Personnel Folder; use of supplemental questionnaire forms to be completed by each employee (tab 18); and, an interview with the employee by a qualified analyst. These important steps would lead to the development of procedures for obtaining the basic data needed to complete an initial qualifications record on every Agency employee:

- (A.) To complete the initial recording of employee qualifications records at an early date and to maintain the records on an up-to-date basis, it is essential that the services of division personnel officers in all Agency components be utilized. These officers could be instructed by the Qualifications Analysis Branch on the methods used for coding and recording the individual's skills and skill levels; also, the system to be used for keeping the information on an up-to-date basis.
- (B.) Following the initial recording on each employee, some form of maintenance will be necessary to keep the individual records up-to-date. The Qualifications Analysis Branch feels that maintenance on an up-to-date basis can best be handled by use of the Qualifications Supplemental Questionnaire which would be forwarded to the employee at the same time his fitness report is due. Information contained in the fitness report and on the supplemental questionnaire would be used to record newly acquired skills and experiences.
- (C.) If necessary, the information obtained on interview could be verified by the supervisor to determine the skills and skill levels utilized by the employee while assigned to a particular position.

6. RECOMMENDATIONS

- A. Based on interviews with personnel who have had experience and knowledge in this problem area (Tab 19), and study of existing qualifications records media (Tab 20), the Qualifications Analysis Branch recommends:

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- (1) That a central qualifications register be developed by the Office of Personnel to be used by all Agency components to identify personnel qualified by reason of civilian and/or military background who possess language and area knowledge and in addition to locate individuals possessing unique operational skills

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- (2) Since various skills and levels of proficiency are required in accordance with the duties to be performed, the Qualifications Register and Qualifications Card should be developed to record those operational skills and skill levels possessed by each employee to enable Career Service and Operating Officials to make more effective, comparative appraisals of the individual based upon his skills, knowledges and capacities.
- (3) That the Qualifications Records System be administered and maintained on a current basis in the central Office of Personnel with duplicate records at the relocation site to provide the Agency with a records-screening mechanism for locating individuals possessing specific skills, knowledge, and experience for use during a national defense emergency, and also to provide manpower planners with a current Agency-wide reference for locating specialized personnel for staffing different types of operational assignments.
- (4) Based on the assumption that the Qualifications Record System described herein will be developed and administered by the Office of Personnel, it is recommended that the Director of Personnel appoint individuals responsible for Personnel manpower from within the Office of Personnel and from each major organizational component who would serve as a task force to provide advice and policy guidance to the Chief, POD, on the implementation of a central qualifications record program.

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